

# *Citizenization of Rural Migrant Workers in China: Challenge and Public Policy*

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# *Citizenization of Rural Migrant Workers in China*

**Rural-urban migration in the context of China's urbanization**



**Challenges in accommodating migrants into cities**



**Measures taken by the local and central governments**



**Conclusion: prospect for further reforms**

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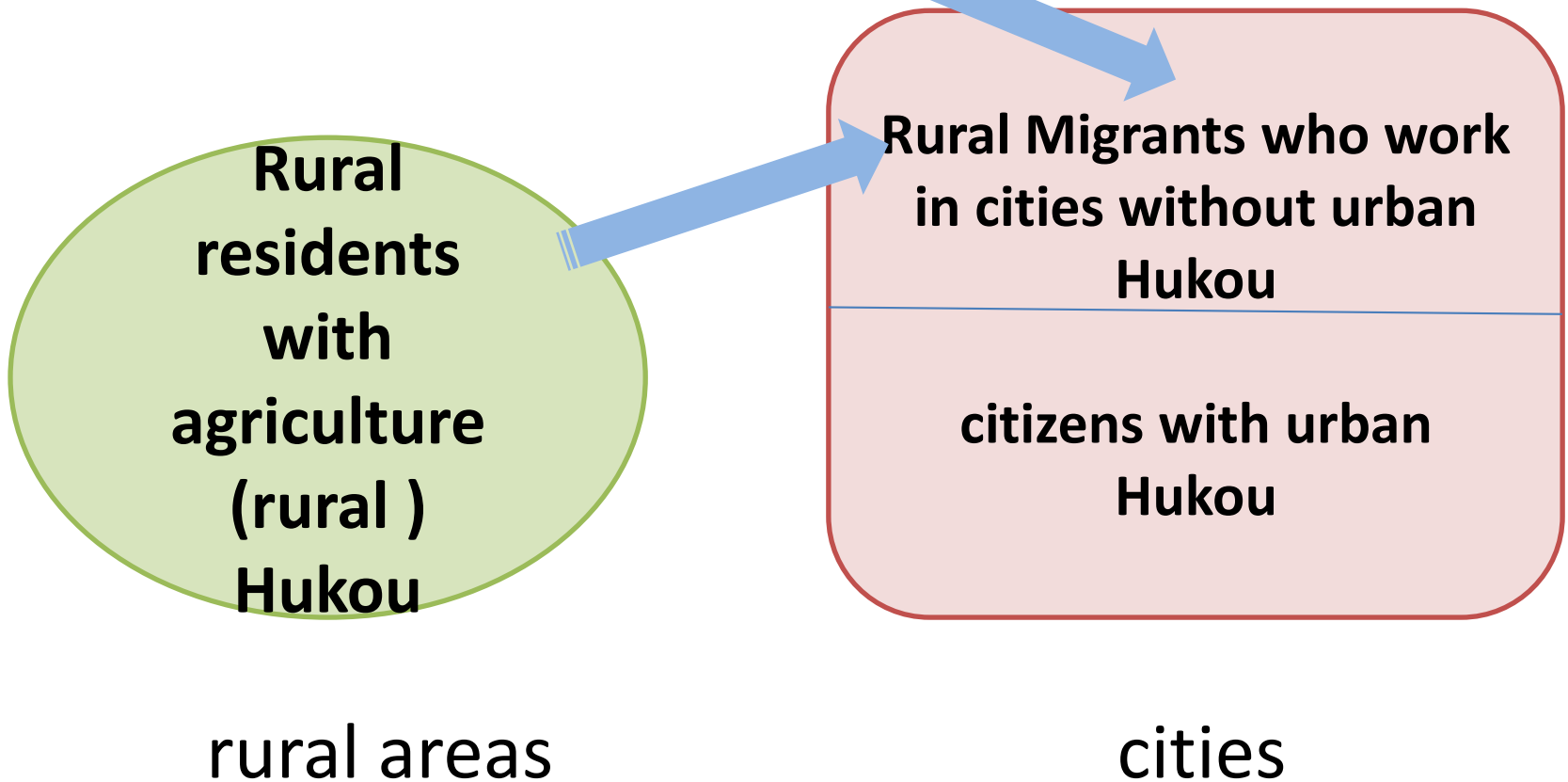
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**Rural-urban migration  
in the context of  
China's urbanization**

# I. Rural Migrant Workers in China

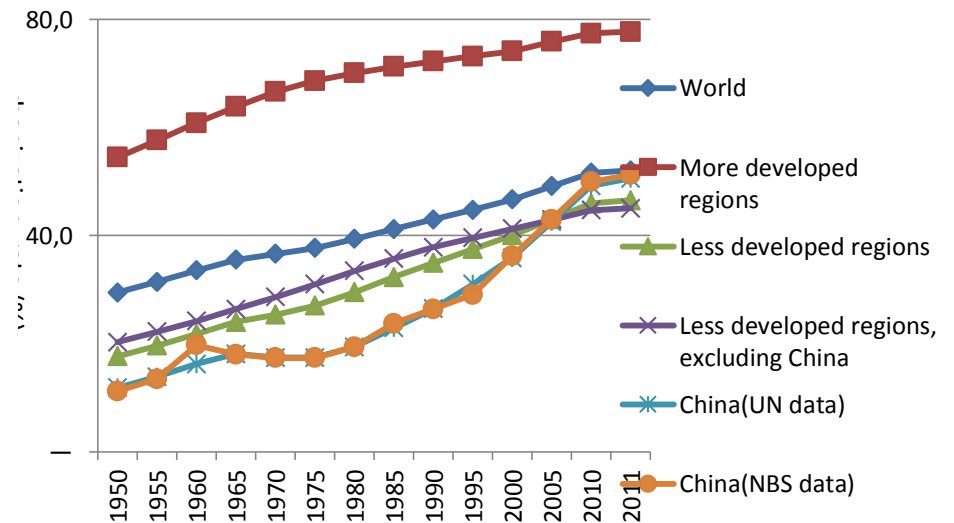
The Rural migrant worker:



# I. Rural Migrant Workers in China

- Rural Migrants who work in cities without urban Hukou
- citizens with urban Hukou

Those who stay in cities more than six months are calculated as urban population, and taken into account of the urbanization rate (53.7% in 2013).



# I. Rural Migrant Workers in China

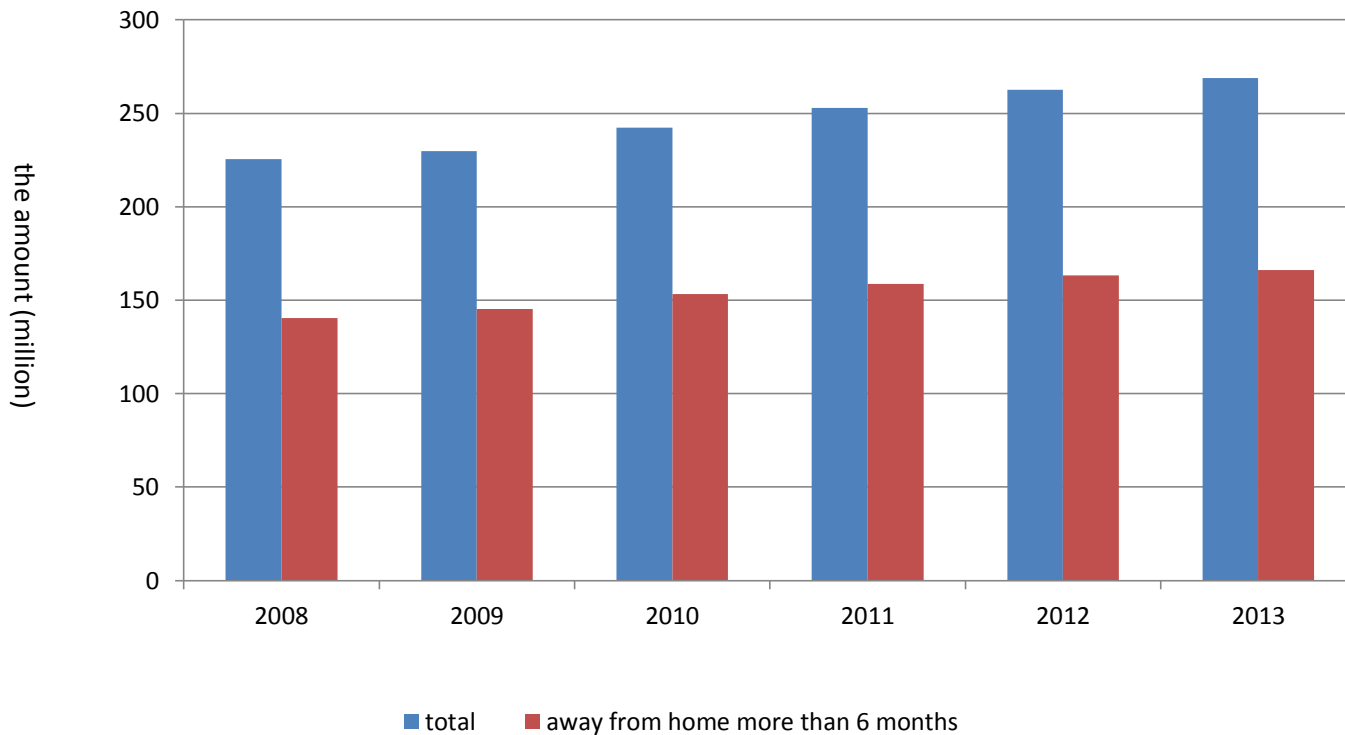
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- Chinese rural migrants is featured by being employed in city's non-agriculture industries but are excluded from the urban public-service system such as education, medical care, housing, and social security, due to the unique household registration system, known as 'hukou' system
- the rural migrant is referred as '**migrant worker**' in China, implying they were only working people in cities rather than citizens.

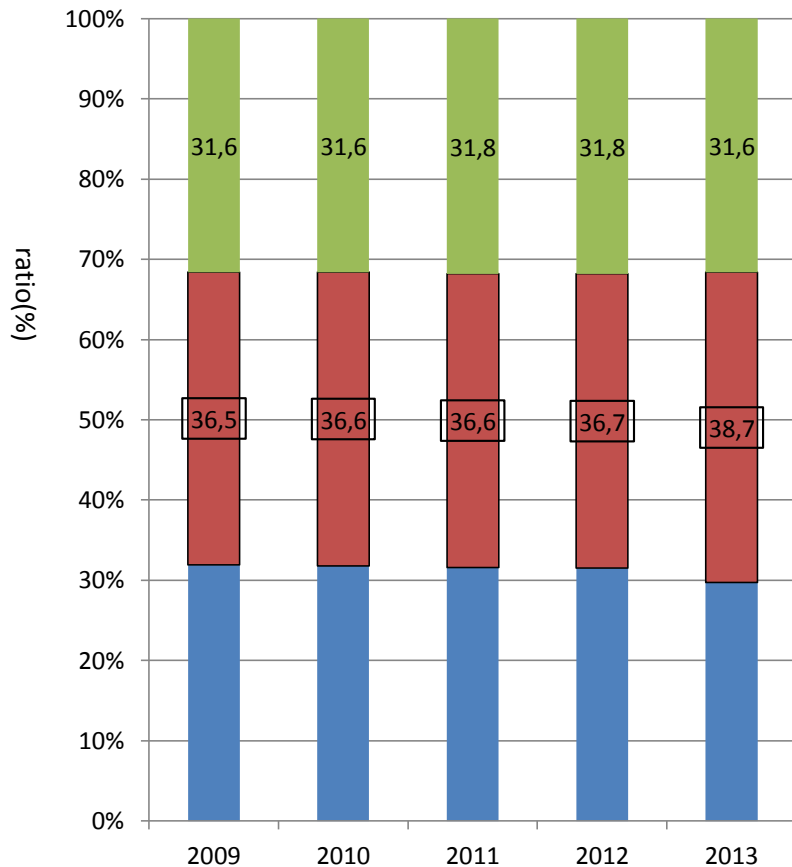
# I. Rural Migrant Workers in China

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rural-urban migration in China: the most extensive internal migration

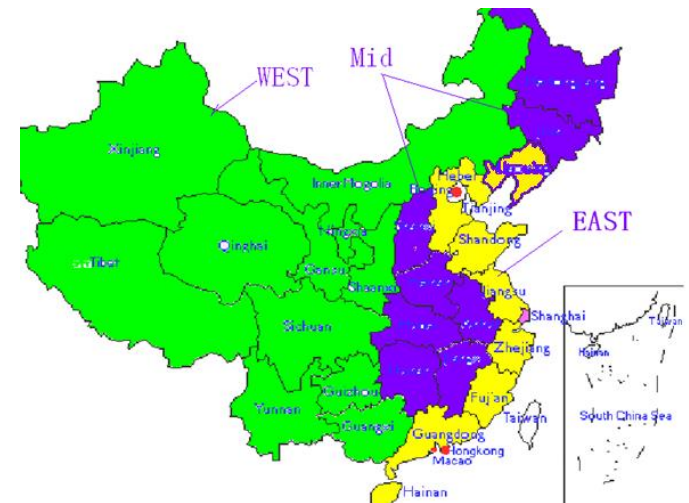


# I. Rural Migrant workers in China



Regional distribution of migrant workers by origin

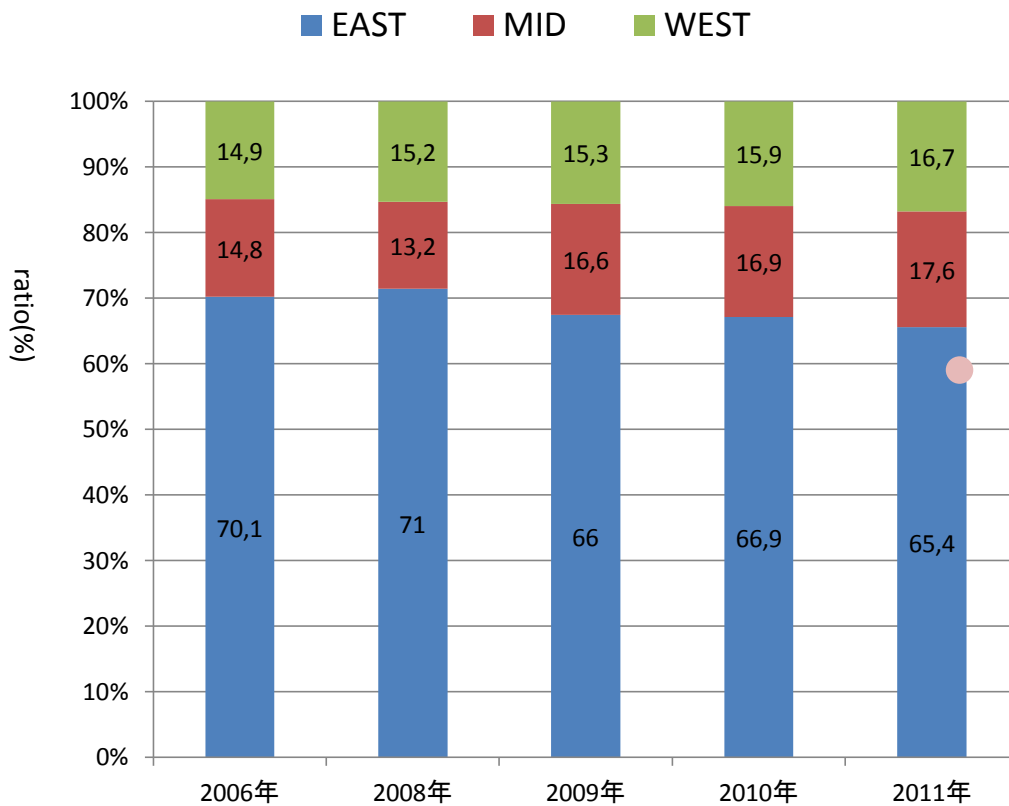
- west
- middle
- east





# I. Rural Migrant workers in China

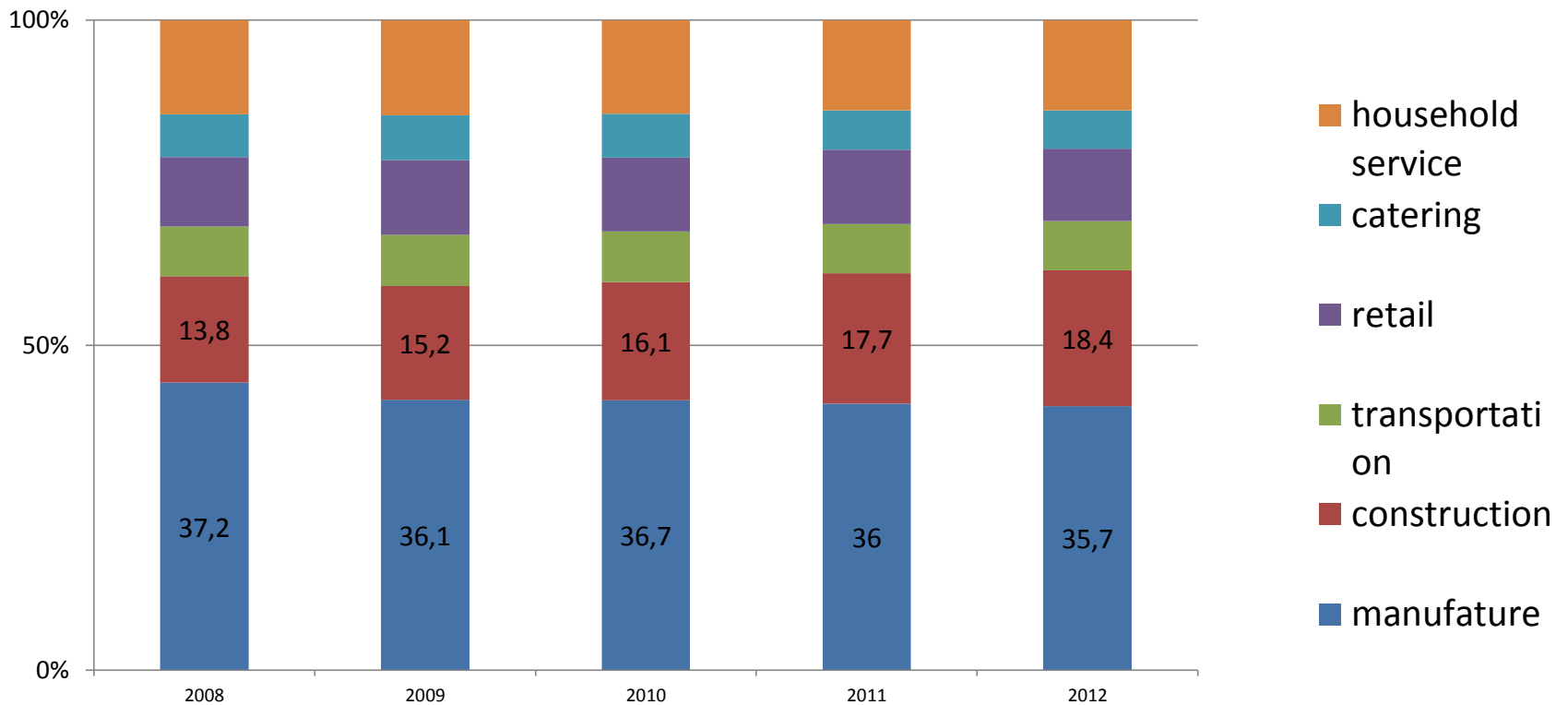
## Regional distribution by destination



50% in Guangdong, Zhejiang, Jiangsu, and Shandong provinces, which GDP account for 35% of national total



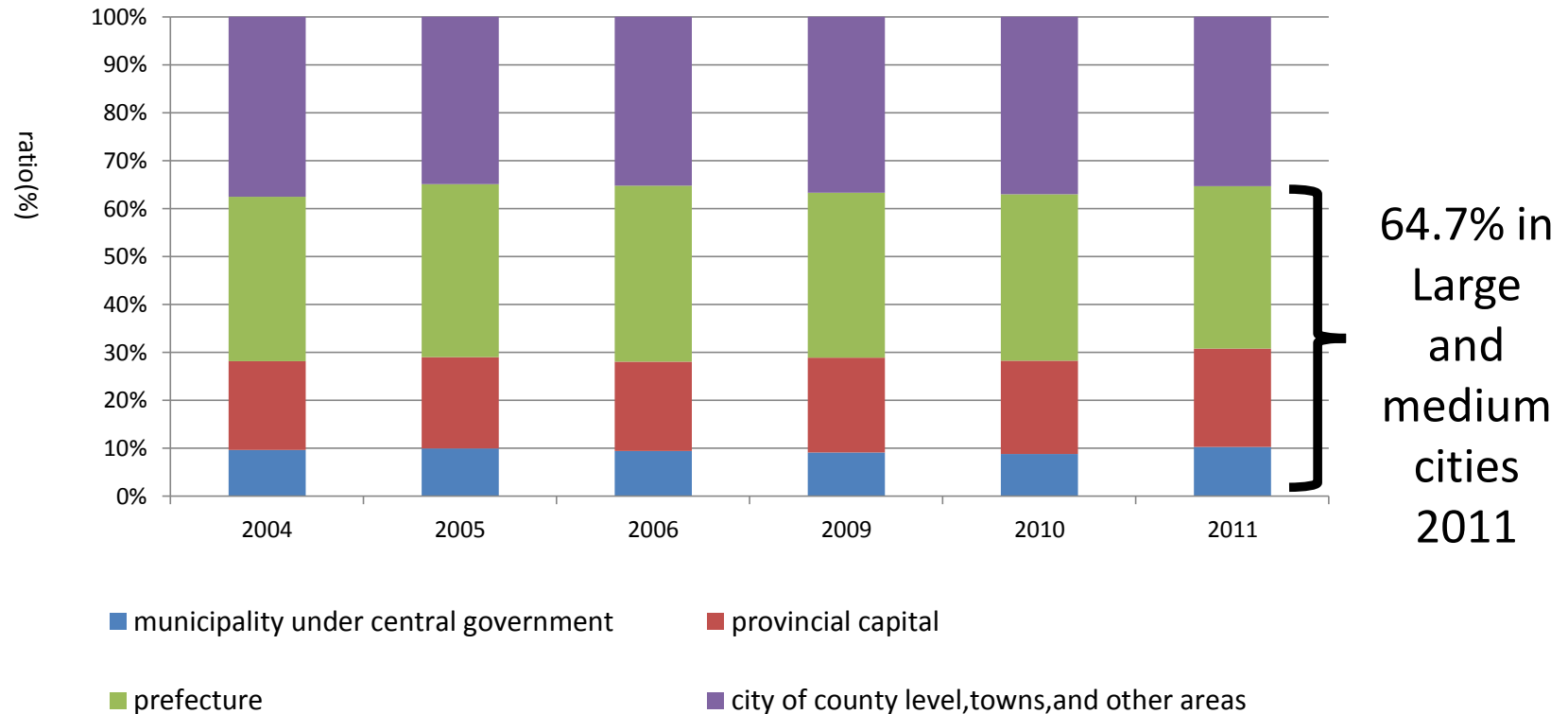
# I. Rural Migrant Workers in China



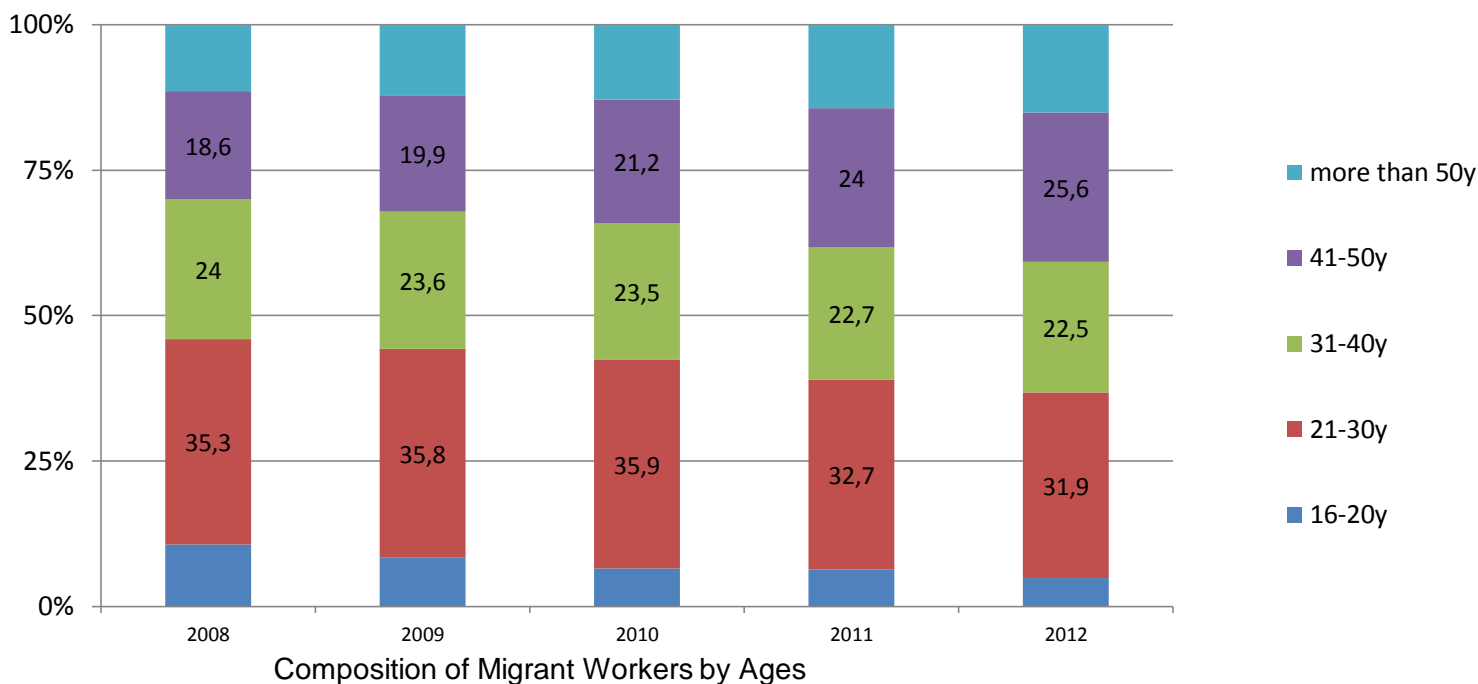
Composition of Migrant Workers by Employed Industries

# I. Rural Migrant workers in China

Rural migrant workers mainly flow to medium and large cities (cities above the prefecture level)



# I. Rural Migrant Workers in China



Additionally, there were 22.9 million children aged 14 years or below migrated to cities with parents, accounting for 10 per cent of the national population of children within this age range according to the census in 2010

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**Challenges facing cities  
in accommodating the  
rural migrants**

# II. Challenges for accommodating Migrants into cities

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	BeiJing	ShangHai	GuangZhou
Population in 2010(million)	19.61	20.31	12.70
Total Migrants (million)	7.04	8.97	4.76
migrants/total population(%)	35.9 %	44.2 %	37.5 %

# II. Challenges for accommodating Migrants into cities

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## Pressures for cities to accommodate migrants

- typical urban-rural dualistic economy and society-----big gaps in public service provision levels between rural and urban areas as well as farmers and city dwellers----- ‘citizenization’ in China, could cause a large increase in government fiscal expenditure.

# II. Challenges for accommodating Migrants into cities

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- **Public services provision: localization**
  - Children compulsory education and senior high school education: 40-70%
  - Health and medical welfare
  - Housing security for lower income household
  - Minimum living security



# II. Challenges for accommodating Migrants into cities

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- **Insufficient supply of public services of local governments**
  - tax sharing among central and provincial and local governments
  - local government appraisal system based on economic performance
  - incentives to presume economic growth goals rather than social development goals

# II. Challenges for accommodating Migrants into cities

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- **lack protection of interest of migrant worker**
  - shortage of capital / surplus of labor
- **lack of participation in urban governance**
  - rights of election
  - community governance
- **gaps in urban and rural human capital**
  - lower wages

# *Citizenization of Rural Migrant Workers in China*

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**Polices taken by central  
and local governments**

# Polices taken by the local and central governments

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## the central government

Establishment of coordination organization

Launch of a series programs

Increase fiscal transfer payments

Enforcement of reforms

# III. public policies

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## **Central government:**

major task for urbanization in the 12<sup>th</sup> FYP period is to accommodate migrant workers into city

- Migrant worker office: updating the guidance
- Strengthen management of migrant labor contracts
- Implement collective wage negotiation
- Supervision on minimum wage
- Guarantee the migrants right of joining the urban governance

# III. public policies

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## **Central government:**

- Fiscal prizes for eastern cities with large flow of migrant worker's training, health care, and children primary education
- Affirmation of famers' right on land
- Subsidies on migrant worker's housing
- Nationally unified the social security system

# III. Initiatives from local governments

## city governments

Establishment of 'score-accumulation system'

Improvement of schooling for migrants' children

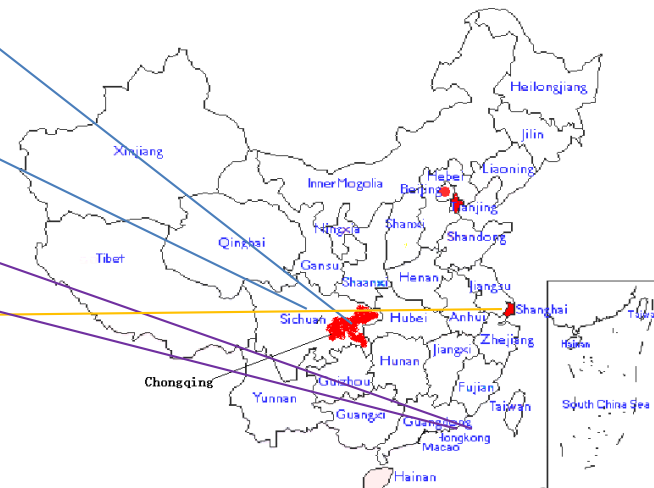
Improvement of housing condition

Improvement of city governance

# III. public policies

## Initiatives from local governments :

- Release hukou in their own municipality (Chengdu city, Chongqing city) for the own rural citizen.
- ‘The accumulative points system’ for across provincial migrant workers (Guangzhou city, Zhongshan city)
- Joint community governance (Ningbo)





## III. public policies

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### **Initiatives from local governments :**

- Build new schools in the migrant worker inhabited areas (Ningbo)
- Subsidy the private schools for migrant workers(Shanghai, Ningbo) and the training projects
- Improve facilities for migrant worker's inhabited areas (water supply, fire control)
- Provision of migrant worker apartments (work with the enterprises)

## III. public policies

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### **Initiatives from local governments & enterprises**

- Give special supports to the 2<sup>nd</sup> generation of migrant workers:
  - internet facilities provision
  - physiological assistance
  - dormitory building
  - training in working skill and citizenship

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IV

**Conclusions:  
prospect for  
further reforms**

## IV. Conclusion: prospect for further reforms

inclusion migrant workers should not be as simple as grant them urban 'hukou'

establishment of costs co-sharing mechanism between the central and local government would be critical

- central government increases transfer payments in the fields of public service to large cities

# IV. Conclusion: prospect for further reforms

## taxation system reform

- modify the current tax sharing proportions between central and local governments

## set up a unified urban and land market

- granting farmers the right to trade their rural land would ensure them to cash in on their land's market value, enabling them to use the capital to go into business in the cities

## Diversification financing channles

## Administrative system reform

Thank you!

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